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**Local Roads & Streets Council**  
**Advisory to the Wisconsin Secretary of Transportation**

**IN THE SPOTLIGHT:**

## Jeopardizing State Trunk Highway Maintenance

To view the entire article, please double click on the title.

The following Executive Summary highlights an issue of critical importance to the Council that is linked to the current 2005–2007 State Biennial Budget process.

**Executive Summary**

There has been a clear disinvestment in maintenance of the State Trunk Highway System in the past decade, and the LRSC believes that it reached a critical point in the past biennial budget. These reductions have had a detrimental effect on the condition and functionality of the state trunk highway system. Left un-addressed, the declining service levels will erode the reliability of the state highway system, increase the costs to rehabilitate those roads that prematurely fail due to lack of adequate maintenance, and directly reduce public safety.

**Wisconsin's Maintenance Infrastructure**

- WisDOT has ownership responsibility for the state highway system, but day-to-day maintenance activities are performed under the supervision of County Highway Departments. This arrangement has allowed the State to have very few employees dedicated to state highway maintenance activities when compared with other Midwestern States.
- This partnership between State and Local government is a model for inter-governmental cooperation and

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Frank Busalacchi, Secretary,  
 Wisconsin Department  
 of Transportation

## Message from WisDOT Secretary Frank Busalacchi

Budgets provide an important opportunity to set priorities and protect investments, while keeping a watchful eye on the bottom line. Governor Jim Doyle's comprehensive two-year state budget proposal outlines investments in several priority areas—education, transportation and economic development—without raising taxes. The Governor's budget invests an historic \$4.4 billion in transportation—a 16 percent increase over the last budget—in an effort to stimulate economic growth, enhance public safety, and our overall quality of life in Wisconsin.

In the face of a projected \$1.6 billion state deficit, the Governor has found a way to propose broad investments in transportation that will benefit highways, harbors, rail, airports, and transit. The budget includes two percent inflationary increases for the General Transportation Aids program, the Local Road Improvement Program,

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Don Kush, Council Chair, Senior  
 Planner, West Central Wisconsin  
 Regional Planning Commission

## Message from WisDOT Council Chair Don Kush

Earlier this year, the Council's Executive Committee recently had the opportunity to meet with Secretary Frank Busalacchi, Deputy Secretary Ruben Anthony and Executive Assistant Randy Romanski. The scheduled meeting was one of two conducted annually with the Secretary's Office to update the Secretary on the Council's activities, as well as to seek the Secretary's input and direction on transportation issues of mutual concern to state and local units of government.

One of the on-going Council initiatives that was discussed is the status of the environmental streamlining proposal for local road improvement projects. This proposal recommended the designation of a "single point of contact" within each Wisconsin Department of Natural Resources (DNR) and Wisconsin Department of Transportation (WisDOT) region to coordinate the environmental and engineering review process

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## IN THE SPOTLIGHT:

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- efficiency that has served the citizens of Wisconsin well since the inception of the State Highway System.
- Maintenance work is paid for on an actual cost basis for time and materials and with specific agreements addressing other costs. Counties provide all the necessary resources and only those resources actually used are reimbursed.
- The system for compensating counties for this work is based on “**no profit.**” Counties are provided funding for “**actual**” costs.

### State Highway Maintenance Funding

- Maintenance funding has been on the decline since the mid 1980's. Legislative Audit Bureau (LAB) Report 97-4, “Management of the Highway Program,” indicated a 9.3% decrease in maintenance funding from Fiscal Year 1987/88 to Fiscal Year 1996/97.
- This decline in maintenance funding has continued since the LAB report was drafted eight years ago.
- The State Trunk Highway System has expanded in the last 15 years: an approximate 5 to 7 % increase in total lane miles; 40% increase in travel; and a 68% increase in heavy truck traffic. All these factors tend to require more maintenance activities.
- The interdependency of Wisconsin's maintenance infrastructure means the state's disinvestment is also having a negative effect upon local highways, roads and streets.

### Outlook and Recommendations

- The lack of adequate funding for state maintenance will make the continuation of services by counties no longer viable. There is no reason to conclude that services would be provided at a comparable or reduced cost by the private sector.
- State highway maintenance funding must be increased to restore essential traffic control services to routine maintenance service levels by funding counties at least with 1990 levels, with an adjustment for inflation and increased lane miles.

- A dialogue with the Legislature must be initiated immediately to develop a vision for maintenance and operation of the state highway system and the level of service to be provided. This dialogue should include a commitment for appropriate funding and the establishment of clear public policy goals. Update the Legislative Audit Bureau 1997 report “Management of the Highway Program,” to re-evaluate the highway maintenance issue. ▲

## Secretary's Message

*Continued from page 1*

and public transit. Funding for elderly and disabled transportation aids would increase by \$6 million, or 36 percent.

Governor Doyle's transportation budget also includes:

- A \$110 million increase for state highway rehabilitation to accelerate work on 30 state highway projects;
- An additional \$64 million allowing preliminary work to be advanced on three major highway projects; and
- An additional \$18 million for maintenance to assist local municipalities in preserving the condition and efficient operation of the existing state highway system.

The Transportation Economic Assistance (TEA) program, which provides funds for improvements needed to attract or keep jobs in communities, receives \$1.2 million in additional funding each year under the Governor's transportation plan.

During a period when many areas of the budget are being frozen or pared back, it's clear Governor Doyle recognizes that a quality state and local roadway network serves as the engine that drives our economy.

These investments in the state and local transportation network will pay dividends in the form of economic development and family-supporting jobs.

But the debate over the final form of the two-year state budget is far from over. The upcoming weeks provide an important opportunity for local officials and citizens to get involved by contacting their elected representatives. An e-mail, phone call, or letter to your local state legislators can make a tremendous difference. WisDOT believes preserving and enhancing funds

for local transportation assistance demands that we speak in a persuasive and unified voice.

For almost a decade now, the Local Roads and Streets Council (LRSC) has served an invaluable role in helping our department identify and successfully advocate on behalf of a variety of local transportation issues. Along with its advisory role to the department, the LRSC can also serve as a platform from which to communicate suggestions and priorities for strengthening the local transportation system in the next two-year state budget. All of us at WisDOT are grateful for the LRSC's continuing guidance and leadership. Together, we will keep Wisconsin's transportation system moving forward. ▲

## Council Chair's message

*Continued from page 1*

required for local road projects. While garnering the support of both WisDOT and DNR Secretaries, the Executive Committee was disappointed to learn that the DNR budget proposal to implement this initiative was withdrawn from consideration.

Considering the significant benefit to both environmental compliance and the delivery cost of local road projects, at a relatively minor budgetary cost, the Executive Committee is concerned about this reversal of support. Local government associations that have supported this proposal through their participation on the Local Roads and Street Council (LRSC) may now have to pursue other means to seek the reinstatement of this DNR budgetary request.

While discussing other current or emerging issues, the Council expressed its concern about the state trunk highway maintenance issue, and the need for local transportation officials to weigh in on the matter. Secretary Busalacchi suggested that the Council assist WisDOT by formulating a local perspective on the topic. State trunk highway maintenance is linked to the state biennial budget process and required a quick review and response to try to address the potential budgetary impacts in a timely fashion. The Council agreed to analyze this issue by developing the informational piece highlighted in this newsletter. The paper serves as an education and communication tool; it does not get too far into the technical aspects of this issue, nor does it provide alternative policy solutions.

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## Council Chair's message

*Continued from page 2*

The report is the product of a collaborative effort by the LRSC's Executive Committee, the Regulatory, Environmental and Legislative Committee, the Education and Communication Committee, and the Finance Committee. This effort was also supported by a great deal of research and material prepared by WisDOT staff. The report presents the Council's perspectives on the impacts associated with current budget deliberations over highway maintenance funding. The title of this report reflects the overriding concerns of the Council's membership.

The informational article, "Jeopardizing State Trunk Highway Maintenance," addresses a growing concern affecting not only the condition of the state highway system, but also the long-standing highway maintenance partnership between the state and local government. The paper examines the continued decline in state highway maintenance funding in light of rising maintenance costs. The resulting impact places a greater burden on county highway departments to maintain safety and an acceptable level of service on the state highway system.

The unique state highway maintenance agreement between the state and counties has resulted in the establishment of a maintenance infrastructure with a percentage of county personnel, equipment and materials dedicated to the maintenance of the state highway system. The growing concern of LRSC members is that the continued state disinvestment in state highway maintenance, while lane miles, traffic volume and associated maintenance costs continue to increase, will result in counties eventually terminating their business partnership with the state. The end result of this action will be the dismemberment of that maintenance infrastructure and the loss of an extremely efficient model for intergovernmental cooperation.

The Council supports the continuation of the state and local partnerships that have been developed to maintain and improve the statewide transportation system. Through the information presented in this article, the Council would like to contribute to an informed discussion of the subject as it may currently influence legislative decisions on funding. ▲



## Contracting for Asbestos Inspection on Local Bridge Projects

In August 2003, Wisconsin Department of Transportation (WisDOT) and Wisconsin Department of Natural Resources (DNR) began working together to develop an asbestos inspection and abatement program that would fulfill the requirements of NR 447 and U.S. EPA regulations.

All of the bridges that were renovated and demolished in 2004 have been tested. Based on the results of that testing, WisDOT has developed a "short list" of materials that need to be tested on all future bridge projects. The materials include:

- Parapet or sidewall expansion joint caulk;
- Gasket or grout material underneath guardrail or railing bolt plates;
- Caulk or sealant in rubberized expansion joint ends;
- Tar or sealant on wooden timbers;
- Materials such as insulation, floor tile; cork, brake pads, etc. in bridge tender houses and bridge gear units; and
- Paint.

WisDOT will revisit this list again after the results of the 2005 sampling are available to determine if paint can be removed from the list.

For the past year and a half WisDOT has been working with the DNR to develop an

asbestos inspection and notification program for bridges. As part of the program development process, WisDOT released Facilities Development Manual Procedure 21-35-45 on March 9, 2005. This new section covers the inspection of bridge structures for asbestos-containing material, and how to address asbestos in the environmental document for the project. This procedure can be reviewed through the WisDOT Externet (after you have registered a logon ID and password) at: <https://trust.dot.state.wi.us/extntgtwyl/fdm/21/21-35-45.pdf>

Contracting for all asbestos inspections for any project that will be administered by WisDOT, including local road bridges, projects designed by consultants under contract to WisDOT, and projects designed in-house by WisDOT will be done under a statewide contract through WisDOT's Bureau of Equity and Environmental Services (BEES). To request an inspection for a local road bridge, simply fill out the linked [MS Excel spreadsheet](#), save it on your computer's hard drive and e-mail it along with a location map for the project to the BEES hazardous materials unit, attn: Shar Te Beest: [sharlene.tebeest@dot.state.wi.us](mailto:sharlene.tebeest@dot.state.wi.us)

Scheduling of the inspections will be prioritized by expected demolition date, letting date, and the Plans, Specifications and Estimates (PS&E) date. The inspections will be grouped to reduce overall costs and mobilization charges.

If you have questions on this process, please contact Shar Te Beest of the Bureau of Equity and Environmental Services at (608) 266-1476 or the e-mail address listed above. ▲



## Program Spotlight:

### 2007–2009 Local Programs Project Solicitation Underway

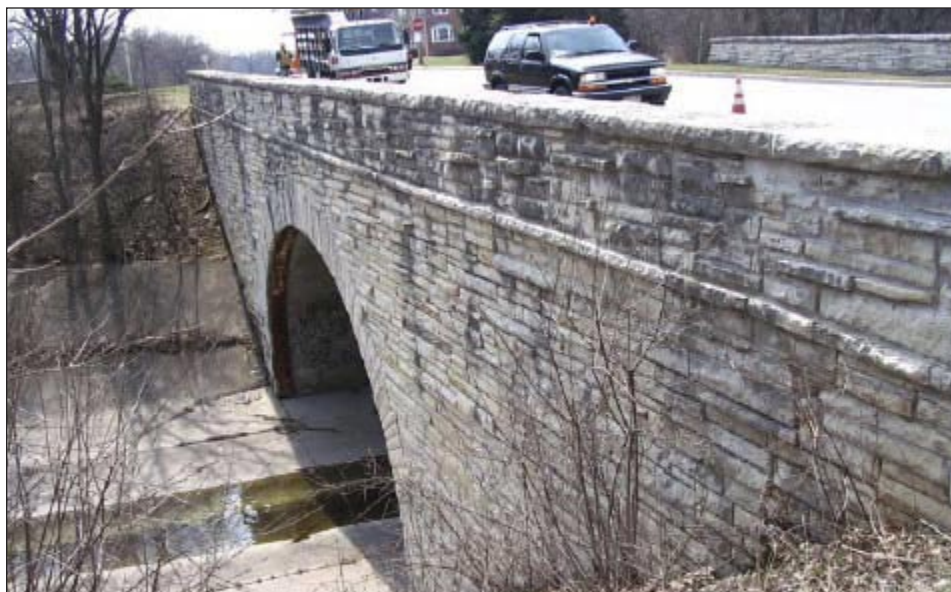
Wisconsin Department of Transportation's (WisDOT) Transportation Districts are currently soliciting project requests from local units of government for the 2007-2009 STP-Urban, STP-Rural and Local Bridge programs. Program Guidelines for project requests are available via the Internet on WisDOT's Web site at: [www.dot.wisconsin.gov/localgov/highways](http://www.dot.wisconsin.gov/localgov/highways).

Wisconsin approves projects under these programs based on a three-year program cycle. This time frame recognizes the ever-increasing complexity of local projects and a need to encourage greater program stability. For 2007-2009 this means, "refreshing" the last year of the previous program cycle, 2007, and adding two more years (2008 and 2009) of funding. Refreshing 2007 means examining the level of projects already approved for 2007, then incorporating additional dollars in the event they become available.

#### 2007–2009 Funding Availability

Funding will remain at 2005-2007 levels and will be updated as necessary pending any federal or state changes.

**STP-Urban:** The estimate is \$44,163,600 in federal funds per year for 2008 and 2009. STP-Urban projects are funded 80 percent federal, and 20 percent local, except within an urbanized area. For urbanized areas, WisDOT allows approval of projects at a federal limit less than 80 percent.



**STP-Rural:** The estimate is \$25,927,400 in federal funds per year for 2008 and 2009. STP-Rural projects are funded 80 percent federal, and 20 percent local.

**Local Bridge:** The estimate is \$34,760,000 (\$26,290,000 federal and \$8,470,000 state) per year for 2008 and 2009. Local bridge projects are funded 80 percent federal or state, and 20 percent local.

Because the local highway and local bridge improvement programs involve active, on-going cooperation with local units of government, guidelines for the cyclical development of these programs will continue to be published on WisDOT's Programs for Local Government Web site for convenient access by local officials and staff.

Besides the guidelines themselves, the Web site provides general information about the local highway improvement programs as well as funding levels and fund distribution.

The Approved Project List will be available for consultants and the general public on WisDOT's Web site 15 business days following the publication of the Approved Projects List. No hard copies of the approved programs will be sent. The published Approved Project List for consultants and the general public will not include approved funding levels. ▲

### Program Approval Schedule 2007–2009 Local Improvement Programs

Program	Approved Program sent to Districts	Approved Program Published
STP-Urban	Friday, July 8th	Friday, July 29th
STP-Rural	Friday, July 29th	Friday, August 19th
Local Bridge	Friday, August 26th	Friday, September 16th

*If you have any questions, please contact: Franco Marcos, Program Manager, Local Transportation Programs & Finance Section WisDOT Bureau of Transit & Local Roads: [franklin.marcos@dot.state.wi.us](mailto:franklin.marcos@dot.state.wi.us) or (608) 266-1535*

## Fond Farewell to Friends, Welcome New Council Members



*WisDot Staff Chair Mary Forlenza presents a plaque of recognition to Dave Waffle for his years of service to the Council.*



The Council welcomes two new members, Dennis Jordan representing the League of Wisconsin Municipalities, and Roger Laning representing the Wisconsin Counties Association. Dennis is the City Administrator of the City of Lake Geneva. Roger Laning is the Sheboygan County Highway Commissioner.

Dennis replaces Dave Waffle, former City Administrator for the City of Reedsburg, and a member of the Council since February of 2000. During his tenure, Dave served as LRSC Vice Chair (2003-2005), Chair of the Education and Communication Committee, and as a member of the Executive and Regulatory, Environmental and Legislative Committees. Dave is now the Community Development Director for the City of Wilsonville, Oregon. The Council will miss Dave's energy and input, and wishes him well in his new position. ▲



## Wisconsin MUTCD Supplement Now Available

Effective February 4, 2005, the Wisconsin Department of Transportation (WisDOT) has adopted the 2003 Federal Highway Administration (FHWA) "Manual On Uniform Traffic Control Devices" (MUTCD) and the Wisconsin Supplement to the 2003 Federal MUTCD. The standards contained in the 2003 Federal MUTCD and Wisconsin Supplement are required to be followed by all units of government in Wisconsin on all roadways open to public travel.

Wisconsin State Statutes require that WisDOT prescribe standards for traffic control devices. WisDOT, in fulfilling this requirement, has for many years adopted the latest edition of the FHWA's publication "Manual On Uniform Traffic Control Devices," and has added a Supplement to modify the standards for use in Wisconsin.

The latest edition of the MUTCD can be found on the Web site: <http://mutcd.fhwa.dot.gov/> and can also be obtained in hard copy from several sources noted on the Web site. The Wisconsin Supplement is available on the WisDOT Web site: <http://www.dot.wisconsin.gov/business/engrsvr/wmutcd.htm>. Periodic revisions will be made to the Supplement as changes are made to the MUTCD. You are encouraged to obtain the Supplement, and keep your copy up

to date. Notification of updates will also be announced in the WisDOT Highway Operations "Outlook" newsletter and the University of Wisconsin-Madison Transportation Information Center's "Crossroads" publication.

There are several changes that result from this updated MUTCD that have extended compliance dates. These extended compliance dates may also be found on the MUTCD website. For other changes in the MUTCD that do not have extended compliance dates, the compliance date is set at December 22, 2005.

If you have comments or questions about the Manual or the Supplement, contact your local WisDOT District Office, or call Matt Rauch of the department's Bureau of Highway Operations at (608) 266-0150 or [matt.rauch@dot.state.wi.us](mailto:matt.rauch@dot.state.wi.us) ▲

### Visit our Web site!

*The council Web site was recently updated and includes membership lists, committee information, meeting schedules, meeting minutes, reports and much more. Please visit the site at <http://www.dot.wisconsin.gov/localgov/lrsc/index.htm>*



## WISLR Computer Based Training now available

For additional information, please contact by e-mail: [wislrinfo@dot.state.wi.us](mailto:wislrinfo@dot.state.wi.us)

## Pavement Rating Submittals due to WisDOT December 15, 2005

Every two years, all Wisconsin municipalities and counties are required to submit pavement ratings to the Wisconsin Department of Transportation that represent the physical condition of roadways under their jurisdiction. Pavement rating information is due to WisDOT by December 15, 2005.

Cities, villages, towns, and counties will soon receive detailed information from WisDOT in the mail about submitting their pavement rating information.

Please contact Crystal Van Woelderem with any questions that you may have regarding pavement rating submittals by e-mail or by telephone at: [downloadinfo@dot.state.wi.us](mailto:downloadinfo@dot.state.wi.us) or (608) 266-7135.

**Send us your meeting and training events.** We would be interested in adding your meetings and other activities to the LRSC Calendar of Events. Please send events relating to the local road system in Wisconsin to the LRSC mailbox at [lrsc@dot.state.wi.us](mailto:lrsc@dot.state.wi.us)

## Announcing WISLR Pavement Analysis

WISLR Rudimentary Needs Analysis Tools are now available for local government use. WISLR Pavement Analysis uses pavement-rating data submitted by local governments to provide rudimentary estimates of both capital and maintenance improvement needs. Specifically, WISLR Pavement Analysis provides:

- Current-year estimates of capital and maintenance needs for pavement;
- A Roadway List showing roadways that indicate both capital and maintenance improvement needs;

- Pavement condition information by pavement type and functional class;
- Condition frequency information (% of pavement in specified condition ranges); and
- Mapping of pavement condition information and the location of capital and maintenance needs.

To obtain more accurate need estimates, local governments are able to change the unit cost values used in WISLR to reflect costs that are representative of local pavement maintenance and improvement practices. ▲

### Instructions to gain access to Pavement Analysis Tools

#### Who Can Gain Authorization?

*At this time, only official representatives of local government will be able to run WISLR Pavement Analysis. This ensures security of the User Cost Worksheet*

#### How Do I Request Access to Pavement Analysis Tools?

*If you currently do not have access to WISLR, follow these steps:*

1. To gain access to WISLR, go to the DOA website,
  - » <https://on.wisconsin.gov>
  - » Select Self-Registration
  - » Create an ID and Password
2. Go to WISLR
  - » <https://trust.dot.state.wi.us/wislr/>
  - » Enter your ID, Password and answer a few questions.
  - » WISLR privileges will be assigned and confirmation e-mail will be sent to you.
  - » Note: you can request pavement analysis access at this time. When you identify the municipality or county that you are requesting access, indicate you want Pavement Analysis access also.
3. Once your access is established, return to WISLR at this address:

*If you have access to WISLR, follow these steps:*

1. Send an email requesting Pavement Analysis access to:
  - » [wislrinfo@dot.state.wi.us](mailto:wislrinfo@dot.state.wi.us)
2. Include the following information about yourself:
  - » Municipality or County that you are requesting authorization
  - » Official Title
  - » Phone Number
  - » WISLR User ID

**Please allow up to 2-4 business days to process either request.**

For additional information, please contact by e-mail: [wislrinfo@dot.state.wi.us](mailto:wislrinfo@dot.state.wi.us)





## Mark Your Calendars For the LRSC 10th Anniversary

June 20, 2005 will mark the 10th Anniversary of the LRSC. The Council was created in 1995 to be an advisor to the Department of Transportation Secretary on issues impacting local units of government as they relate to the streets and highways within their jurisdiction. The creation of the Council produced a new partnership between the Department of Transportation and local government. The Council also provides a forum in which the Department of Transportation could present proposals at their early stages of development and receives feedback from local officials. After ten years the Council is still going strong. Look for more news about this event in our Summer Newsletter.

## Electronic newsletter

The Local Roads and Streets Council newsletter is available exclusively in an electronic format. The newsletter is sent via e-mail to the addresses we have on file in our newsletter distribution list. The newsletter is also available on the WisDOT Web site at <http://www.dot.wisconsin.gov/localgov/lrsc/newsletters.htm>. Copies of previous newsletters are also available on the Internet at the same address. To add or change e-mail addresses in the newsletter distribution list, please contact the LRSC via e-mail at [lrsc@dot.state.wi.us](mailto:lrsc@dot.state.wi.us), or contact WisDOT's Kathryn Andren at [kathryn.andren@dot.state.wi.us](mailto:kathryn.andren@dot.state.wi.us) or (608) 267-0448.



## Calendar of events

Below are meetings and training events related to the local road network in Wisconsin. Please submit events for inclusion in future LRSC newsletters to [lrsc@dot.state.wi.us](mailto:lrsc@dot.state.wi.us)

**Local Roads and Streets Council meetings** are held throughout the year in the city council chambers in Wisconsin Rapids beginning at 9 a.m. The 2005 schedule includes meetings on May 26th, September 22nd and December 1st. Interested people are invited to attend council meetings. Various LRSC Committee meetings are also typically held every other month in locations around the state. Please contact WisDOT's Kathryn Andren at [kathryn.andren@dot.state.wi.us](mailto:kathryn.andren@dot.state.wi.us) or (608) 267-0448 to confirm meeting dates and times.

### Wisconsin Public Works Association Spring conference 2005

The Spring Conference will be May 11–13, at the Kalahari Resort in Wisconsin Dells. The conference program is still finalizing program topics and details but the preliminary line up can be viewed at: <http://wisconsin.apwa.net/events>. For more information, please contact Clark Wantoch at (414) 286-2402 or [cwanto@mpw.net](mailto:cwanto@mpw.net)

### Wisconsin Alliance of Cities and the League of Wisconsin Municipalities Sponsor Legislative Luncheon

The luncheon is from 12:30 to 1:30 p.m., Thursday, May 19, at the Inn on the Park, 22 S Carroll Street, Madison. Later on the afternoon of May 19, Alliance finance directors and the board of directors will meet at the hotel, but other city leaders will be free to make appointments with their legislators before the luncheon or during the finance directors' and board meetings. RSVP to Mary Malone at the League (608) 267-2380 for the \$12 per person luncheon.

### Wisconsin Transportation Information Center Calendar

Local government officials can request a scholarship for the following Engineering Professional Development courses. Descriptions are available at <http://epd.engr.wisc.edu> or call 800-462-0876. All courses are held in Madison.

### May 12–13: Computer Tools for Technical Project Management

For more information please contact: University of Wisconsin–Transportation Information Center at (800) 462-0876 or go to their Web site at: <http://ltic.engr.wisc.edu/enroll.html>.

### Wisconsin County Highway Association Summer Conference

The Summer Conference will be June 13–15 at the Kalahari Resort & Conference Center in Wisconsin Dells. For event information, visit [www.wcha.net](http://www.wcha.net) or Douglas County Highway Department: Paul Halverson, Commissioner at (715) 374-2575 or: [phalvers@cpinternet.com](mailto:phalvers@cpinternet.com)

## Questions

Please e-mail the council with your questions at [lrsc@dot.state.wi.us](mailto:lrsc@dot.state.wi.us), or contact: Don Kush, Council Chair, (715) 836-2918, [dkush@wcwrpc.org](mailto:dkush@wcwrpc.org) Mary Forlenza, WisDOT Local Transportation Program and Finance Chief and LRSC Staff Chair, (608) 264-8724, [mary.forlenza@dot.state.wi.us](mailto:mary.forlenza@dot.state.wi.us)